

# Neighborhoods and Districts Analysis



**Green Bay**  
**Smart Growth 2022**

# Neighborhoods and Districts Analysis

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# Neighborhoods and Districts Analysis

## Introduction

Neighborhoods are often thought of as the “building blocks” that make up the larger city or community. A “neighborhood” can be defined as a residential area with a distinct identity, often centered on a park, a school, or some other activity center. A community’s quality of life can often be measured by the livability of its neighborhoods, which in turn can be measured by factors such as safety, housing quality, and the presence of green space and other amenities.

City development policies and programs directly affect neighborhood livability, both in established and developing neighborhoods. Zoning policies will determine whether a neighborhood is made up largely of single-family houses or contains a mix of housing types. In older neighborhoods, zoning and building codes can also control conversions of single-family houses into multifamily units, while housing improvement programs can reverse trends toward deterioration of older housing. Park and open space plans, the layout and design of streets, and the location of schools and shopping areas can all help to determine patterns of movement and modes of travel in developing neighborhoods.

Green Bay has six organized neighborhoods with defined boundaries; each of these is characterized by the presence of a neighborhood organization that serves as a forum for concerns and an advocate for change. A number of City programs serve these neighborhoods, and are discussed later in this section. The “near

downtown neighborhoods” on the East and West sides were the subject of the *Near Downtown Neighborhoods Plan*, prepared in 1998, and summarized below.

Many established residential areas within Green Bay are not organized into neighborhoods, or have only an informal sense of identity – that is, residents may identify with a particular park, school, or other feature. The developing areas on the City’s periphery show a typical “urban fringe” pattern of residential subdivisions separated by agricultural land, vacant land or natural areas. As settlement continues, these areas will eventually coalesce into distinct neighborhoods. In the meantime, it is important to plan for the infrastructure of streets, parks, schools and shopping that will serve these evolving neighborhoods.

Many of the “organized” neighborhoods are small in size, while most of the “unorganized” areas are much larger. Furthermore, many adjacent neighborhoods share similar conditions, issues and opportunities. Therefore, for the purpose of the *Comprehensive Plan*, the City has been divided into six planning districts. The districts closest to downtown – Districts 3, 4 and 5 – contain the City’s six organized neighborhoods. Districts and neighborhoods are shown on Figure 8-1.

## Neighborhood Planning Efforts

The 1979 *Green Bay Comprehensive Plan* included a very detailed examination of land use and housing issues within 24

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small areas, defined as neighborhoods (residential) and districts (nonresidential). Within that framework, the plan addressed land use, circulation, urban design issues, community facilities, and many other aspects of neighborhood life. While the current plan is less fine-grained in its level of detail, the approach to district-level plans will also cut across a variety of planning topics, and will deal with many similar issues.

The *Downtown Design Plan*, prepared by Gould Evans Goodman Associates in 1997, covered portions of the “near downtown” neighborhoods, extending from Ashland Avenue on the west to Webster Avenue on the east. Its recommendations included the designation of a series of “urban villages,” including the Broadway corridor, and residential rehabilitation and infill strategies for the adjacent neighborhoods of Tank, Seymour Park

The *Near Downtown Neighborhoods Plan*, prepared by Gould Evans Goodman Associates in 1998, covers four neighborhoods: Tank, Seymour and Fort Howard on the west side, and Navarino on the east. This effort grew out of the *Downtown Design Plan*, since all four neighborhoods share many common concerns with the downtown, and conditions within the neighborhoods affect perceptions of downtown. The plan establishes three principles as a foundation for more specific recommendations:

- **Connectedness:** To promote a *sense of belonging* by encouraging individual responsibility and by extending that responsibility to the family, the neighborhood, and the broader community. This principle involves connection of people and places through physical, social and organizational linkages.
- **Responsiveness:** To define complementary roles for individuals and groups so that respectful relationships are created and responsible actions take place. Responsiveness relates to the complementary roles of government, neighborhood organizations and individuals in working to improve neighborhoods.

- **Identity:** To recognize place identity and attach value to the locations where we live. This principle includes the use of design elements such as gateways, banners or public art, and the restoration or maintenance of unique structures or buildings to enhance identity.

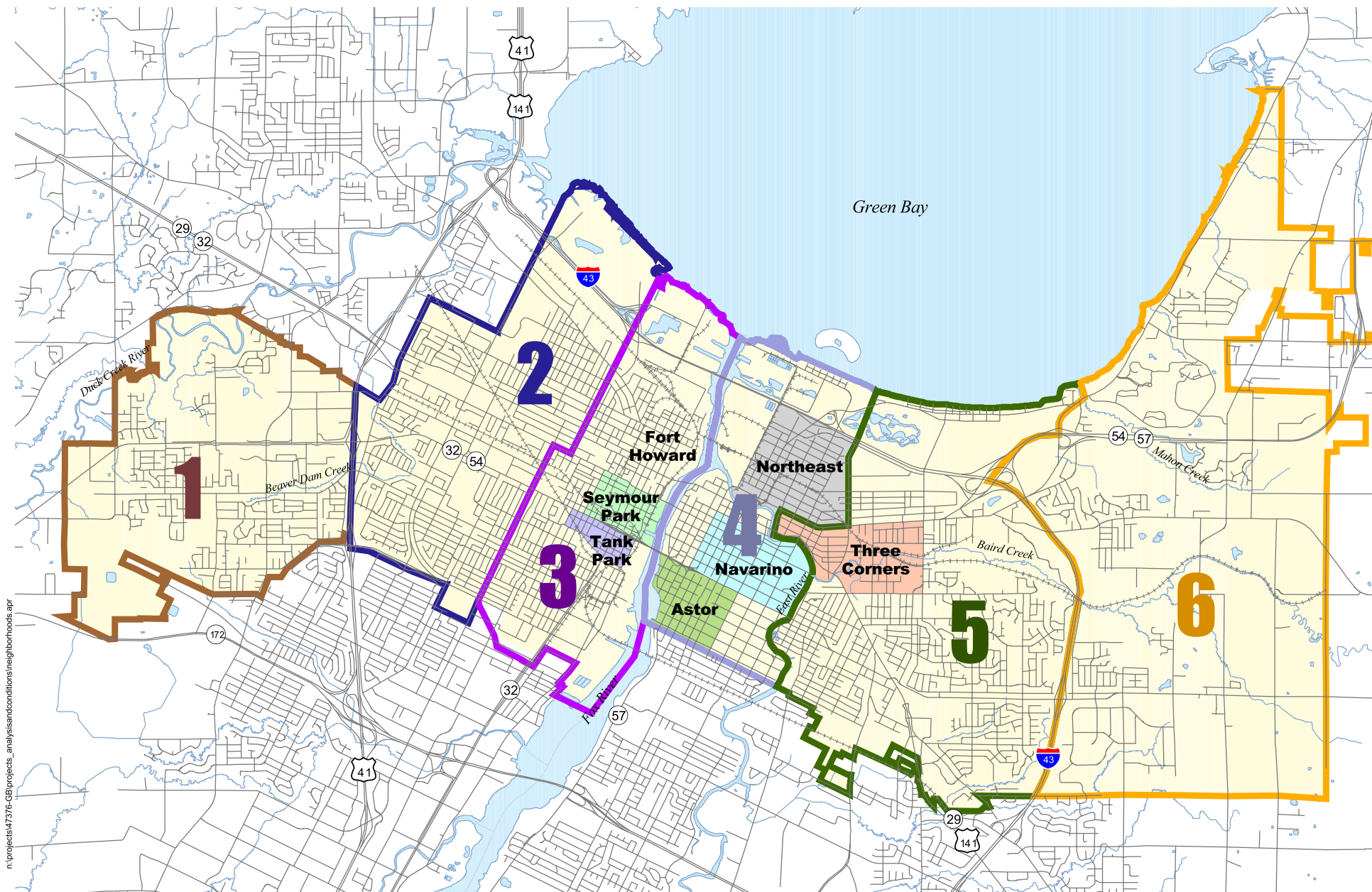
Plan recommendations common to all the neighborhoods include:

- A focus on stabilization, maintenance and improvements to existing housing stock
- Public access to and along the riverfront
- Enhanced corridors and pedestrian links between and within neighborhoods
- Targeting of neighborhood support programs and services
- An organizational framework to enable the four neighborhood organizations to work effectively and build capacity.

Immediate priorities for all of the near downtown neighborhood associations involve:

- Creating safe neighborhoods through improved policing and community programs
- Improving property and housing conditions
- Consistent city services such as large item trash pick-up

More specific recommendations are summarized in the discussions of Districts 3 and 4 in the following section.



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**Figure 8-1**  
**Neighborhoods and Districts**



### Neighborhood Improvement Programs

The City's Neighborhoods Division works closely with all the neighborhood associations to target housing programs and other revitalization efforts to specific areas or organizations.

The Mayor's Neighborhood Resource Board, established in 1996, works with the Neighborhoods division to raise and channel funds into neighborhood projects and homeownership programs. The Board is composed of community leaders who volunteer their time to neighborhood revitalization efforts. Current projects include:

- Providing grant monies to neighborhood associations for “free food and fun” events.
- Support of “extended learning” programs in the Green Bay Area Public School District, involving after-school use of several elementary and middle schools
- Providing funding for mixed use development costs
- Support of Community policing programs
- Support of housing inspection programs, including systematic housing inspection surveys of targeted neighborhoods.

A variety of social service and housing agencies also work within specific neighborhoods or sub-areas. These are described in the Housing section of this plan.

A brief summary of conditions and issues in Districts 1 through 5 follows. District 6, the “Far East Side” (I-43 to City Limits), is the City's major location for future growth. As such, it is described in detail in the Land Use and Growth Management section of this plan. Figures 8-2 through 8-6 depict the pattern of existing land use within each district.

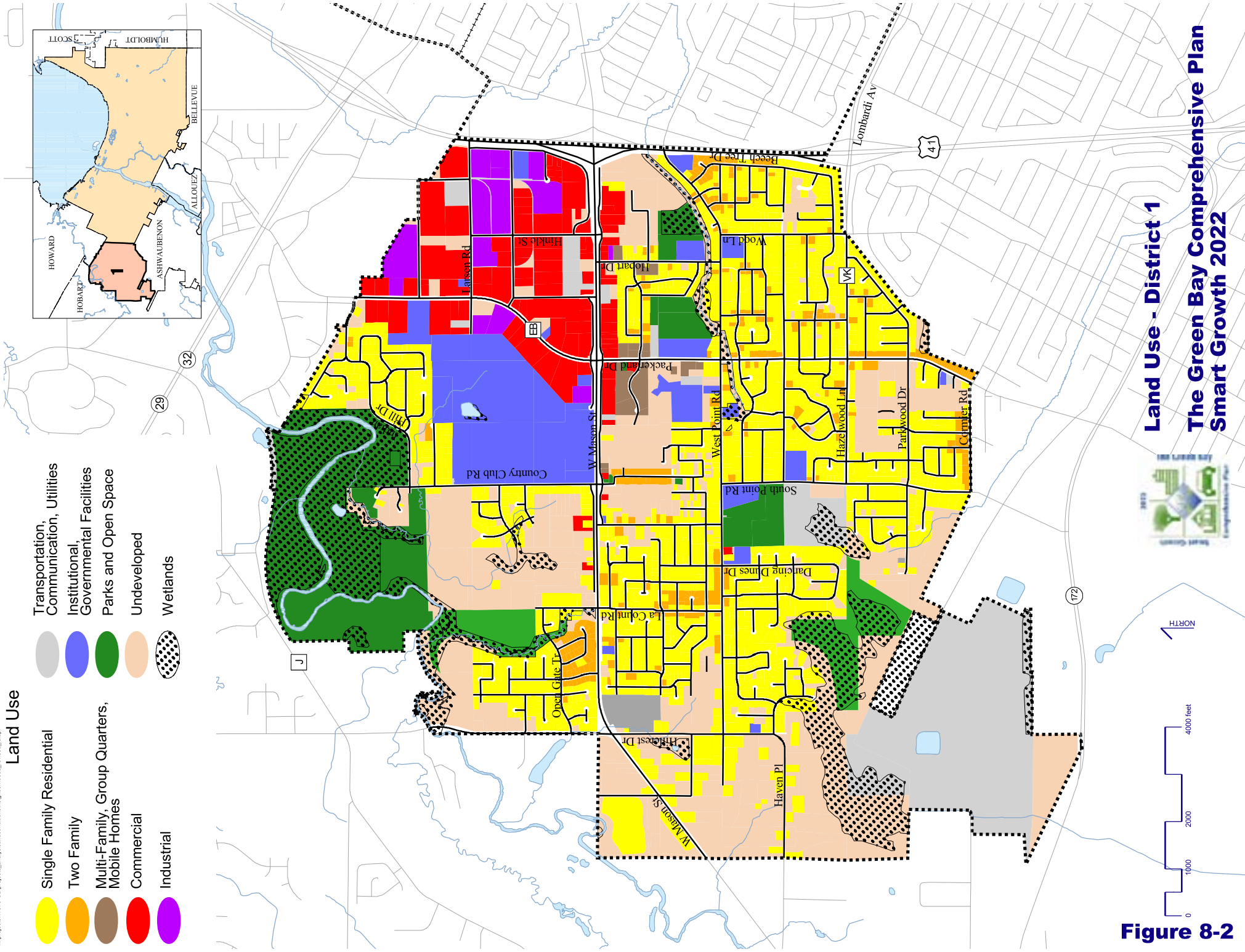
### District 1: The Far West Side

District 1 is located beyond the U S 41 “beltway” and is bordered by the Village of Howard and the Town of Hobart to the north and west, and the Village of Ashwaubenon to the south. It is generally suburban and rural in character, dominated by single-family housing, much of it on large lots. The land is gently rolling, with steeper slopes bordering the broad floodplain of Duck Creek, which runs along the City's northwest boundary, and a large wetland in the southwest corner. Many small tributaries of Duck Creek wind through the district. Broad views of open countryside to the west of the City can be seen from streets such as Hillcrest Drive and Haven Place. Beaver Dam Creek originates within the district and flows eastward parallel to Ninth Street.

District 1 still contains substantial areas of agricultural and vacant land. Those areas east of Hillcrest Drive are located within the City's Urban Expansion District; lands west of that line are part of the Urban Reserve District, as is much of the Duck Creek floodplain.

Several large parks are located within the district, including Ted Fritsch Park, He-Nis-Ra Park, and Beaver Dam Park. Much of the Duck Creek valley is protected by Conservancy zoning and inclusion in the Urban Reserve development district. Parkways (designated corridors of public land, mainly zoned Conservancy) are located along segments of Duck Creek and its tributaries: LaCount Creek (just west of Ted Fritsch Park), Oneida Creek and Beaver Dam Creek. Beaver Dam Parkway runs along that creek, forming a narrow east-west open space corridor from west of Packerland Drive to US 41. Pamperin County Park is located in the Village of Howard just north of the City limits, adjacent to the Duck Creek conservancy lands.





**Figure 8-2**

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Major institutional uses include a number of large school and college campuses: Northeast Wisconsin Technical College, Southwest High School, Lombardi Middle School, and King and MacArthur Elementary Schools. Many of the schools share their campuses with parks or are adjacent to parks. The Oneida Golf and Country Club occupies a large site adjacent to Duck Creek.

There are substantial areas of Oneida Tribal lands in this district, including an area west of Country Club Road identified as conservation land. Other tribally-owned areas have been developed for housing, a shopping center at W. Mason and Hinkle Street, and tribal offices and services. Tribal lands are exempt from municipal zoning and other regulations, a situation that occasionally raises issues of land use consistency and site planning.

Housing within the district tends to be relatively new, much of it found within subdivisions such as “King of Arms.” Many of the City’s largest and most expensive single-family homes are found here. An especially attractive neighborhood is located just east of the country club, in a wooded, hilly area overlooking Duck Creek. The Oneida tribe has also built housing in the district, mainly south of West Point Road, much of it consisting of small two-family or four-family buildings, some of which are beginning to suffer from deferred maintenance. Housing in the eastern part of the district tends to be smaller, dating from the 1950s or 1960s; “Cape” and “ranch” styles predominate.

Commercial uses, including several large shopping centers, are located along West Mason Street east of Country Club Road. Industrial uses in the district are located mainly on both sides of Packerland Drive north of Mason Street, extending eastward to US 41. The whole southwest corner of the district, just north of STH 172, has been used for many years as a waste disposal site by the Fort James (formerly Fort Howard) Paper Company. The area is classified as a wetland.

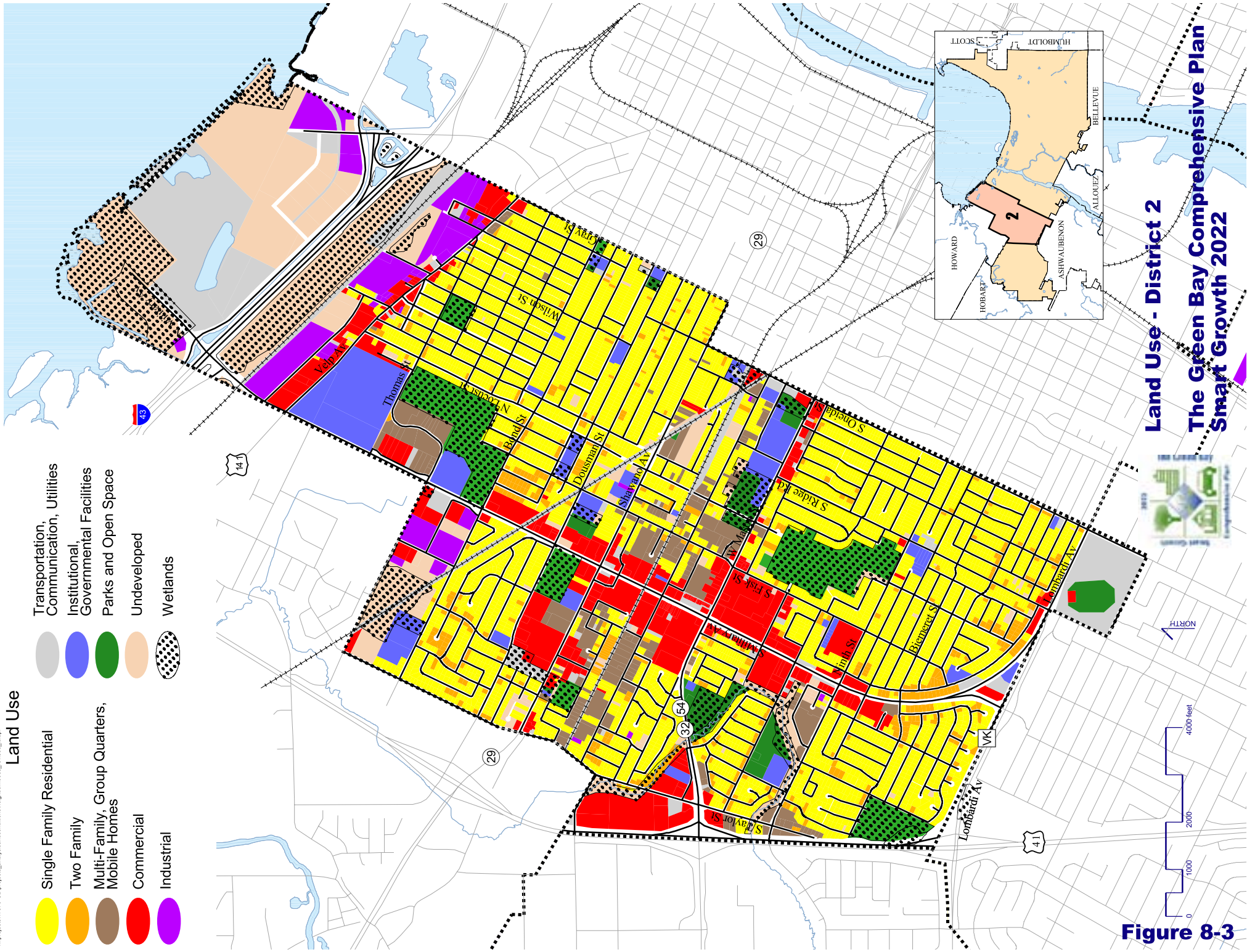
The only continuous east-west street within the district is West Mason Street, a principal arterial. Packerland Drive, a minor arterial, is the only continuous north-south street in the district. It is also one of the City’s more attractive thoroughfares, with sidewalks and a median planted with street trees. Other collector streets and minor arterial streets include Hillcrest Drive north of W. Mason, West Point Road and Country Club Road. State Trunk Highway 172 runs close to the City’s southern boundary, providing access to the airport. Two streets, Packerland Drive and South Point Road, connect with STH 172.

The 1995 *Comprehensive Waterfront Plan* identifies a number of sites in the district as future parkways or parks, or as potential locations for trails. These include the Georgia Pacific Company waste disposal site, the Oneida Golf and Country Club (should that use be discontinued) and additional segments of the Duck Creek and LaCount Parkway. Trail improvements are recommended along the Beaver Dam Parkway.

### District 1 Issues

- How can Oneida tribal lands best be integrated into the City’s land use plan?
- If additional development occurs in District 1, what is the preferred type and character of that development?
- How can the existing parkway systems be improved? Should public access be provided in some locations?
- What type of park facilities are needed to meet the needs of the growing population?
- What is the best ultimate use of the Georgia Pacific Company waste disposal site?
- How do we address the need for sidewalks, bike lanes, crosswalks and general pedestrian safety in this district?





**Land Use - District 2**

**The Green Bay Community Smart Growth 2022**

### District 2: The Near West Side

District 2 extends from U S 41 eastward to S. Oneida Street and Gray Street, from the edge of the bay to the City's southern boundary along Lombardi Avenue, including Lambeau Field. It is essentially fully-developed. Single-family housing predominates, although the district also contains several large multi-family complexes. The district also contains some of the City's busiest commercial corridors, notably Military Avenue and West Mason Street, which act as the primary retail centers for the City's West Side.

The most prominent natural feature of District 2 is the expanse of wetlands along the bayfront, an area known as Atkinson's Marsh, most of which was diked and filled beginning in the 1960s. The only natural remnant of the system is the Ken Euers Nature Area, located at end of N. Military Avenue. City-owned property also extends along the diked shoreline as far as the I-43 interchange (the eastern boundary of District 2).

Beaver Dam Creek runs northward from Ninth Street, turning west again into the Village of Howard, and eventually joins Duck Creek near its mouth. Within the City, lands on either side continue the designated parkway. Two large parks (Perkins and Enos Colburn) and many smaller ones are distributed throughout the district. A small Tribal property is located between Beaver Dam Creek and I-41.

The major institutional use in this district is the St. Mary's Hospital complex, including a variety of associated health care facilities, located between Shawano and Dousman Avenues, west of Military Avenue. The parking and expansion needs of the St. Mary's complex have created some tensions in surrounding residential areas.

Lambeau Field is a unique and treasured site on the southern edge of this district, extending into the Village of Ashwaubenon. It is surrounded by restaurants, hotels, and other visitor-oriented

businesses. None of these are located within the City, however. The north side of Lombardi Avenue consists almost entirely of residential neighborhoods dating back to the 1960s and generally in good condition.

The vast majority of housing within District 2 consists of single-family homes built after World War II, mainly in the 1950s and 60s. As in District 1, Cape and ranch styles predominate. Housing conditions are generally good, but some of this housing has limited appeal to homebuyers, and could benefit from sensitive updating. Some deterioration of housing has occurred along Velp Avenue, where traffic volumes and industrial activities have caused land use conflicts. Multifamily housing is mainly concentrated in large blocks between Shawano Avenue and Mason Street on either side of Military Avenue, and south of Velp Avenue at the City's eastern boundary.

Many of the City's main commercial and industrial corridors cross District 2, notably Mason Street, Military Avenue and Velp Avenue. As discussed under Land Use, Velp Avenue functions as the "seam" between a variety of industrial, commercial and residential areas, and thus suffers from many incompatible land uses and access problems. Both Military Avenue and adjoining segments of Mason Street suffer from the typical problems of the commercial strip: cluttered signage, lack of access control, and lack of landscape amenities (see the discussion under Urban Design).

Industrial uses are concentrated north of Velp Avenue, extending north to I-43. Several active rail lines serve this area.

A line of the Wisconsin Central Railroad cuts across the rectilinear street grid of the West Side in a northwest direction, crossing Districts 2 and 3. An additional Wisconsin Central line runs between and parallel to Shawano and Mason Streets. Both have been designated in the *Comprehensive Waterfront Plan* as

potential rail-trails, but neither is included in the 1998 *Brown County Bicycle and Pedestrian Plan Update*. The City has been investigating the options for use of the “diagonal” line.

## **District 2 Issues**

- How can land use conflicts along the Velp Avenue corridor be resolved? Is continuing residential use appropriate?
- How can the expansion needs of St. Mary’s hospital and related uses be addressed?
- What steps can be taken to improve the appearance and the access patterns of Military Avenue and Mason Street?
- How can the 1950s and 1960s housing of this district best be updated to serve the current needs of existing and future residents, and to ensure neighborhood stability in future decades?
- How can better trail connections be made through this and other West Side districts?

## **District 3: Near Downtown West**

District 3 extends from the eastern edge of District 2 (Oneida and Gray Streets) to the Fox River. It is a densely developed and diverse area, including two of the City’s established neighborhood associations and most of its historic sites and districts.

A concentration of commercial, office and industrial land uses are located along the riverfront. Most of the riverfront is in industrial use, extending south to the City boundary, with the exception of the area between Walnut and Dousman Streets, where the Neville Museum and a newer apartment complex are located. Industrial uses occupy the bayfront as well as the Wisconsin Public Service power plant.

The Broadway commercial district is the surviving commercial core of the city of Fort Howard, before its annexation to Green Bay in 1895. Small early twentieth-century commercial buildings predominate, along with a number of larger buildings converted from industrial to retail uses. Recent streetscape improvements and two designated historic districts have contributed to the revitalization of this commercial district.

Varied residential uses – single-family, two-family and small apartments – predominate west of Maple Avenue in the central part of the district. Conversion of single- and two-family houses into multiple apartments has led to overcrowding, lack of parking and, in some cases, deterioration of housing. These conditions are noticeable along Broadway south of Mason Street (an elevated highway in this area) in an area that is zoned commercial and industrial.

The two established neighborhoods in the district, Tank and Seymour Park, share many characteristics. Both are oriented toward the north-south “spines” of Broadway and Ashland Avenue. Tank and Seymour Park are named after their respective neighborhood parks, both centrally located within the neighborhoods. Both contain some of the oldest housing in the City, and have suffered varying degrees of disinvestment. However, the neighborhood associations and the City have undertaken a variety of revitalization efforts.

The *1998 Near Downtown Neighborhoods Plan* surveyed Tank, Seymour Park and the “unorganized” neighborhood of Fort Howard, directly to the north. It included a site and block conditions survey that revealed many sites (lots and buildings) in fair to poor condition in the three neighborhoods. Nonresidential properties in poor condition were clustered on the east side of Broadway, while housing was clustered along Oakland Avenue close to the railyards, and in the area south of Mason and east of Ashland. Conditions in these areas have clearly been degraded by

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proximity to industry and industrial traffic, as well as multifamily conversions and lack of maintenance.

Some of the challenges identified by the neighborhoods during the planning process included:

- Property upkeep, absentee landlords
- Need for more street lighting
- Lack of parental supervision of children and youth
- Property conditions
- Need for improved code enforcement
- Need for additional policing

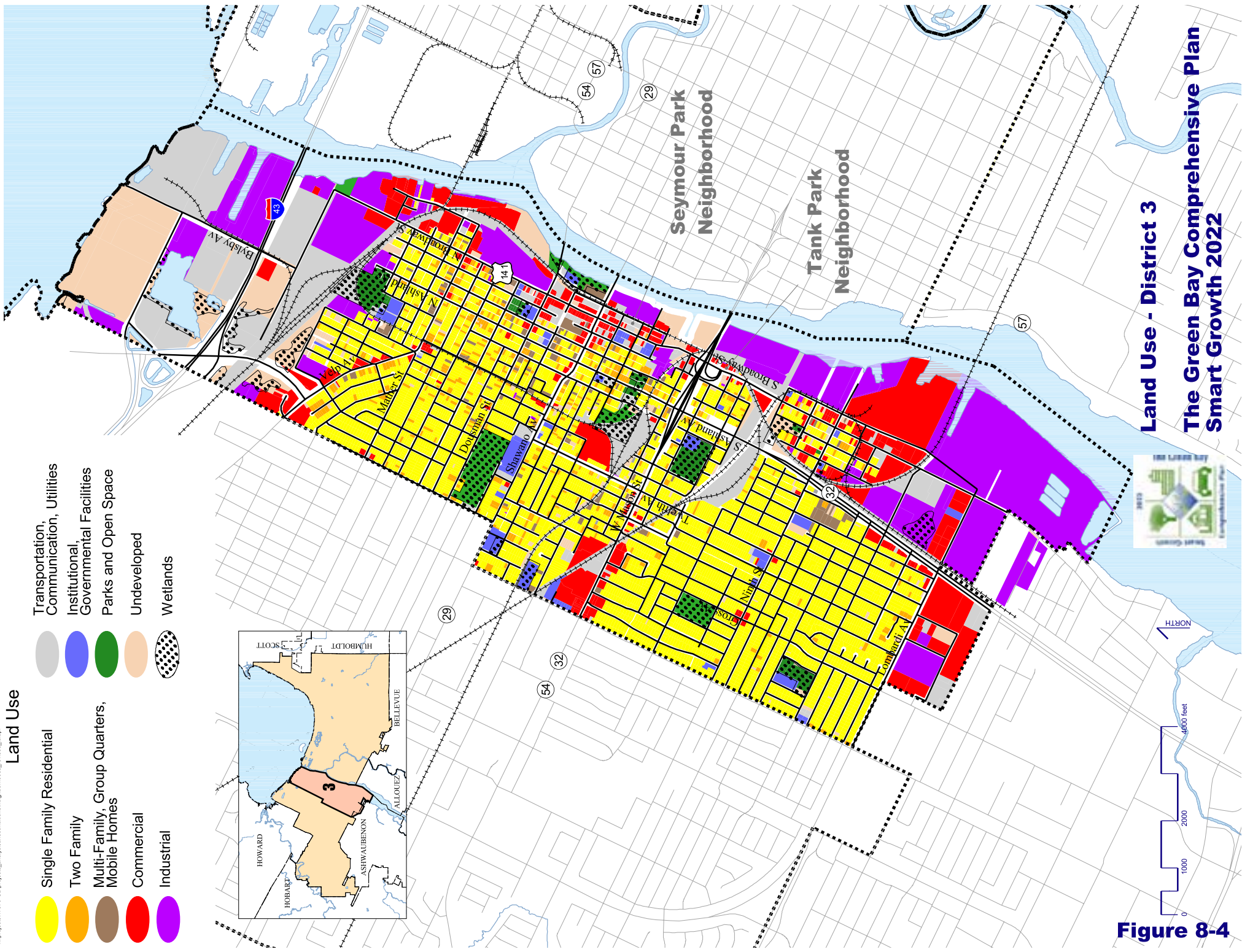
Recommendations of both the *Downtown Green Bay Design Plan* and the *Near Downtown Neighborhoods Plan* with regard to the three neighborhoods included the following:

- A clearer distinction and separation between nonresidential and residential uses, to alleviate impacts of traffic, parking, deliveries, etc., with landscaped buffers.
- Improved public access to and along the riverfront.
- A potential park north of the Main Street bridge (realigned in the mid-1990s), including a landing for Great Lakes excursion boats and a potential plaza for observation of shipping activities.
- Mixed-use development along the riverfront between Walnut and Mason Streets, including a marina, office and research development, retail and restaurant uses, and residential lofts in existing industrial buildings.
- A business/light industrial park south of Mason Street (now residential/industrial)
- Concentration of commercial activities along the Broadway corridor and in specific commercial nodes (12<sup>th</sup> and Mason; Mather and Ashland were identified)
- Continuing efforts to stabilize housing; concentration of higher density housing closer to commercial land uses, employment and transit.

### District 3 Issues

- Do the recommendations of the *Near Downtown Neighborhoods Plan* remain valid? Should any be changed or updated?
- Should large-scale redevelopment be pursued on selected sites?
- Are neighborhood stabilization efforts succeeding? Are additional resources needed?
- Should industrial and storage uses be relocated from the “central” riverfront?





### District 4: Downtown East

This district extends from the east bank of the Fox to the East River, follows George Street north of the river, and extends along University Avenue to Elizabeth Street, and continues north to the bayfront. (The irregular boundary follows the edge of the Three Corners neighborhood, in District 5.) Although the downtown (west of Monroe Ave.) is included in District 4, it is discussed elsewhere in the Plan (Land Use and Urban Design). The 1997 *Downtown Design Plan* remains largely applicable to downtown, and also includes some recommendations for adjacent neighborhoods.

Land uses form a gradient from the multistory buildings and concentrated activity of downtown through a transitional area of mixed housing, offices and free-standing commercial buildings, into the more exclusively residential neighborhoods. North of the East River, there is a similar transition from heavy industrial uses along the riverfront and bayfront to the residential Northeast neighborhood, which also contains pockets of industrial use.

Three neighborhoods, **Astor, Navarino and Northeast**, encompass most of the residential areas within District 4. Astor, also known as Astor Park, is Green Bay's first National Register historic district. It grew from the original claims of the French settlers in the mid-18<sup>th</sup> century, and was platted in 1835. Astor is distinguished by its large, mainly single-family homes, its tree-lined streets, and its small block-sized parks (St. James, St. John's, Astor Place) that provide valuable green space within the street grid.

Two major institutions, St. Vincent and Bellin Hospitals, make up the East Side Medical Center District, which occupies most of the land between Mason and Eliza Streets, and between Webster and Van Buren to the east and west (extending to mid-block). The gradual expansion of the medical center has resulted in closure of several residential streets and expansion of surface and structured parking. An Area Land Use Plan was developed for this area in

1972 and updated in 1994. The policy of both plans is to confine health care and related uses to a defined, easily identifiable corridor. Boundaries of the corridor should follow rear property mid-block lines, to maximize compatibility across streets. Major new parking facilities should be located on the periphery of the corridor, with an emphasis on pedestrian circulation in the center.

The major issues affecting the Astor neighborhood include:

- Traffic volumes and speeds on Mason and Monroe Streets; a lack of pedestrian crossings;
- The long-standing tensions between the expansion and parking needs of the hospital complex and the residential neighborhood;
- A desire to prevent commercial encroachment into the residential neighborhood.

The Navarino neighborhood extends from Mason north to Pine Street, and from Monroe Street to the East River. The western edge of the neighborhood struggles with the transition from the central business district but the eastern side benefits from the East River and its open space. Land uses are diverse: two-family houses and multi-family conversions are mixed with single-family housing, and offices (many of them converted residences) tend to cluster west of Webster Avenue.

Navarino and several other central neighborhoods were zoned R-3 through the mid-1990s, allowing multiple-family housing, resulting in inappropriately located apartments or townhouses and the conversion of single-family houses to duplexes or apartments. Parking, overcrowding, deterioration and other problems resulted. Although the market response to that zoning indicated the demand for rental and multiple-family housing, the effect on the neighborhood was negative. Like most residential neighborhoods, Navarino is now zoned predominantly R-1, with some areas of Downtown Residential along major thoroughfares. However,

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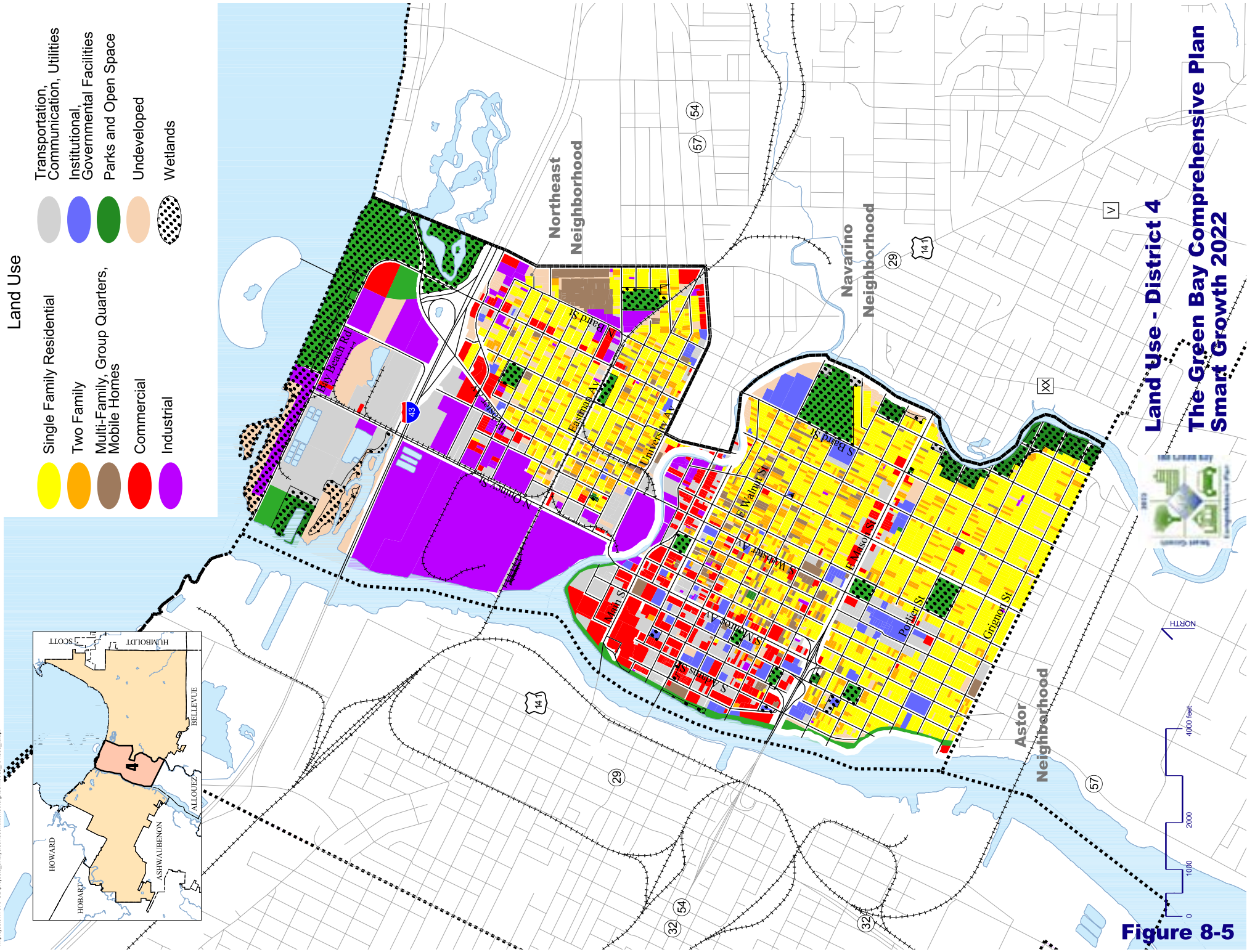


Figure 8-5

Land Use - District 4

The Green Bay Comprehensive Plan  
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overcrowded housing and a lack of off-street parking are continuing problems in some areas.

The *Near Downtown Neighborhoods Plan* included the following recommendations for Navarino (the only East Side neighborhood covered in that plan):

- Stabilize single-family homes while providing a variety of housing. Mixed density housing should be concentrated between Monroe and Webster (as transition to downtown) and north of Walnut between Webster and Roosevelt. Conversion of older commercial buildings to housing is recommended.
- Delineate commercial – residential boundaries along Monroe, Main Street and Mason with landscape buffers; limit the scale of commercial development, focusing on neighborhood-serving businesses.
- Create two small parks: at Irwin and the East River, to provide riverfront access; and on Stuart near Jackson, to provide open space for residents without crossing major roadways.

The Northeast neighborhood is located north of the East River and University Avenue and south of I-43, between Quincy Street and Elizabeth Street. It shares some of Navarino's problems with single-family conversions, overcrowding, aging and deteriorating housing, and a high percentage of rental units. The fact that much of the neighborhood is in the 100-year floodplain of the bay also presents obstacles to redevelopment. The City is slowly buying and removing the most deteriorated houses and providing rehabilitation loans and grants for some of the others. Northeast also suffers from its proximity to incompatible/ unscreened heavy industry and truck traffic. These problems are most pronounced along Quincy Avenue, where much of the City's heavy riverfront industry is concentrated, along Baird Avenue and close to I-43.

The area north of I-43 offers some of the relatively few public access points to the bayfront, including Bay Beach Park and the Wildlife Sanctuary. The City has been gradually acquiring the houses along

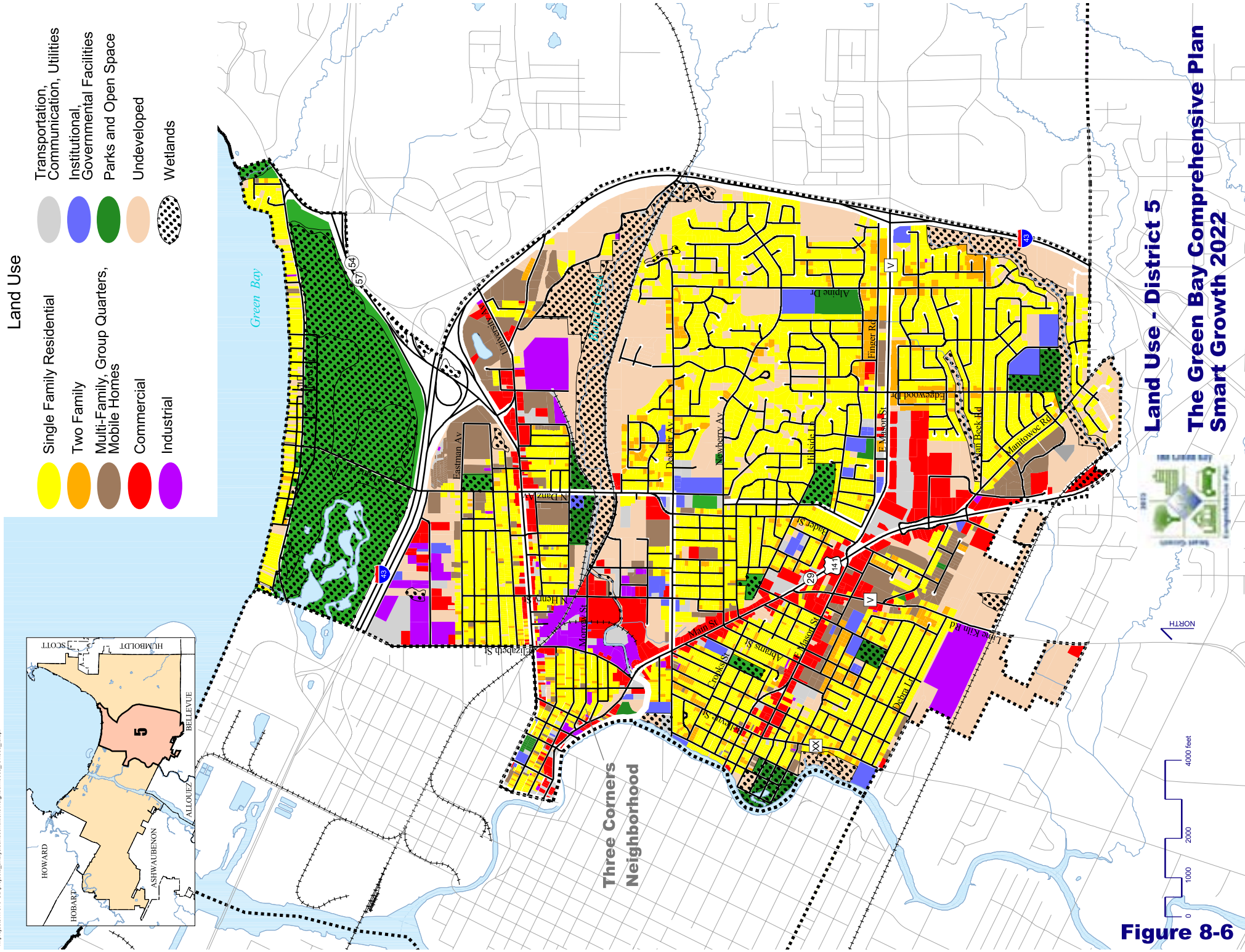
Bay Beach Road west of the park for conversion to open space. Other industrial uses in this area include the municipal sewage treatment plant.

The primary east-west streets in District 5 are Main Street, University Avenue, and Mason Street. Monroe/Quincy, Webster, and Baird are the primary north-south streets. Commercial development along the Main Street corridor offers a contrast between the emerging historic district around George Street and the commercial strip development that has become the prevailing pattern elsewhere.

The Northeast neighborhood, located generally north of the East River and west of Elizabeth Street, is affected by the problems of incompatible and unscreened heavy industry, truck and other traffic, aging and deteriorating housing, overcrowding within housing units, a high percentage of rental housing (including many single-family houses) and the floodplain.

### District 4 Issues

- Do the recommendations of the *Near Downtown Neighborhoods Plan* for Navarino and Northeast remain valid? Should any be changed or updated?
- What is the most appropriate land use and urban form for the "edge of downtown" – Monroe to Quincy or Jackson Streets?
- How can the expansion needs of the medical center be met, either within or outside the Astor neighborhood? Did the 1994 *Area Land Use Plan* define appropriate boundaries for the medical corridor, and can these boundaries be maintained?
- Are neighborhood stabilization efforts succeeding in Navarino and Northeast? Are additional resources needed?
- How can land use conflicts between industrial and residential use in Northeast best be managed?
- Is it feasible to provide additional open space and access to the East River downstream from Baird Creek?



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- How can we provide safe access across Mason to connect the Astor and Navarino neighborhoods?

### District 5: Near East Side

District 5 extends from the East River (west of George Street) to I-43. It is a large and diverse district, with a fragmented street pattern, divided by highways, rail lines, major arterials, and natural features (Baird Creek). Between the East River and Main Street (which angles southeast as TH 141) small single-family homes, many dating from the 1950s and 1960s, surround concentrations of duplexes and multi-family dwellings along the Mason Street corridor. Duplexes proliferated in many parts of this area through the 1970s and 1980s until zoning changes made them a conditional (rather than permitted) use in the City's lowest-density residential district. A concentration of multi-family complexes along Imperial Lane has caused social and maintenance problems; the City has focused social services on the area with some success. The Imperial Lane area is densely populated with primarily Hispanic immigrants.

The Three Corners neighborhood, located south of University Avenue and north of Deckner Avenue, has housing problems generally similar to those of the Northeast neighborhood, including some concentrations of substandard housing along University. Three Corners also includes some large concentrations of industrial use, such as the meat-packing plants east of Elizabeth Street and south of University. The Baird Creek parkway begins here, extending east from Danz Avenue. Its extension westward to the confluence with the East River is a goal of the *Park and Open Space Plan*, but existing industrial land uses form a barrier to this extension.

North of Three Corners, Eastman Avenue acts as a "seam" between residential and industrial uses south of I-43, with back yards abutting truck and equipment storage areas. Industrial uses are also found along the City's southern boundary, an area that extends into the

Town of Bellevue in a confusing pattern of annexations along a railroad line.

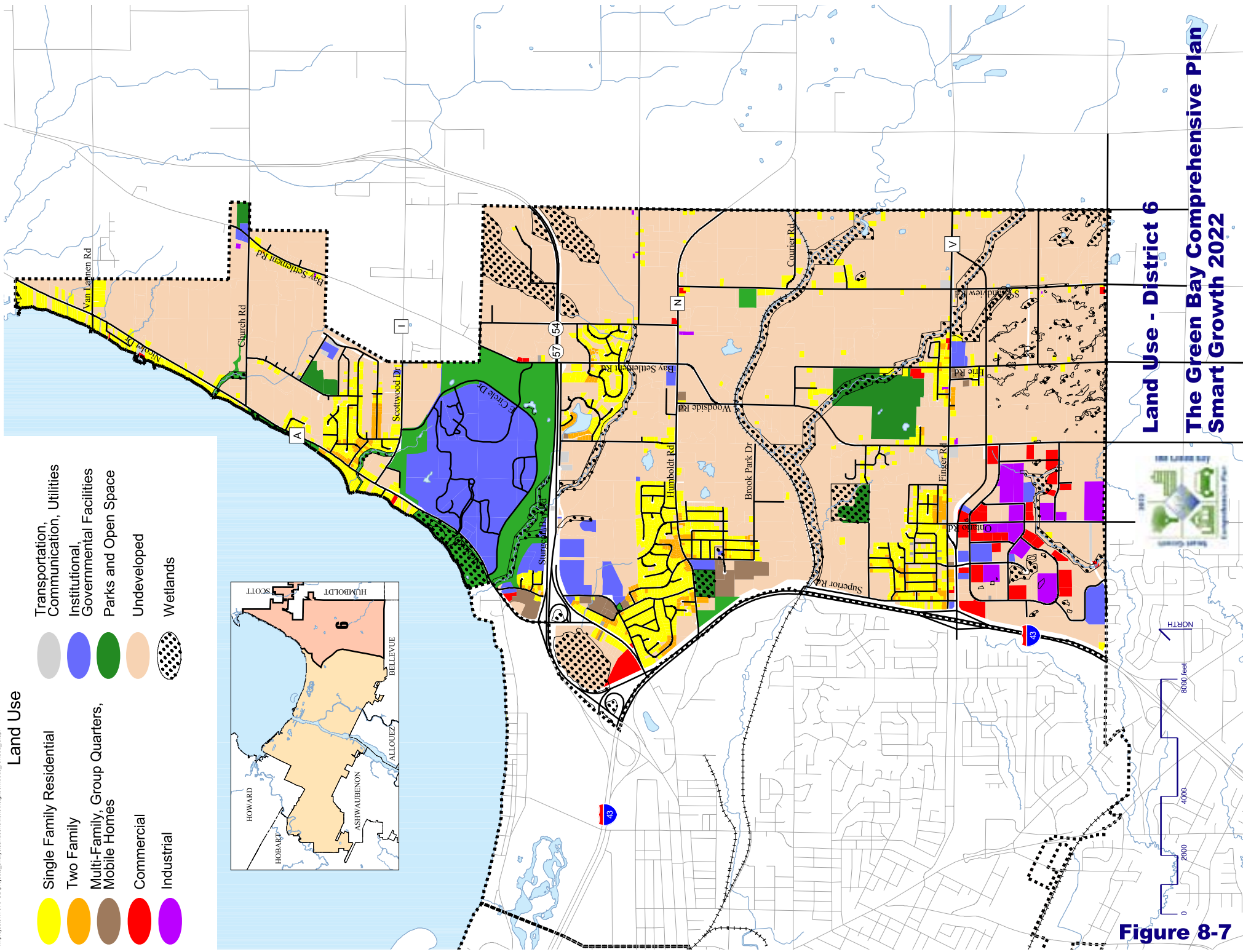
The bayfront north of I-43 is occupied largely by the Bay Beach Wildlife Sanctuary and a narrow strip of housing along East Shore Drive. The pattern of short streets offers few views of the bay, although some of these were identified in the *Waterfront Plan* as potential "street end park" sites.

This area includes some of the City's largest concentrations of big box and strip commercial development, centered around the diagonal crossing of Main and Mason Streets. This area was part of the Town of Preble prior to its annexation into Green Bay in 1964, and land uses reflect the somewhat illogical and poorly-planned patterns of zoning that came with that annexation. The University Avenue interchange with I-43 and Highway 54/57 is also an example of confusing, automobile-oriented interchange development, with many poorly-integrated land uses and inadequate pedestrian facilities.

### District 5 Issues

- How can improvements in appearance and access be achieved along major commercial corridors such as Main, Mason and University?
- Are there opportunities for additional infill housing in any parts of this district? What types of housing would be compatible with the area's existing density and character?
- Should existing concentrations of multi-family housing be redeveloped or otherwise improved?
- How can land use conflicts between industrial and residential use along Eastman and south of University be managed?
- Should increased bayfront access be provided via street end parks or land acquisition?
- Should the residential area on Elizabeth be buffered from the industrial area to the east?

- What is the best use for the area on North Baird Street, currently a mix of mobile home and single-family residential with industrial uses.



**Figure 8-7**